

ANALYSIS OF ACADEMIC PAPERS ON QUALITY AND PERFORMANCE MANAGEMENT IN PUBLIC ADMINISTRATION

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The purpose of the paper is to conduct a content analysis and a meta-analysis of papers dealing with quality and performance management in public administration. Four research questions are being examined: Is there a shift in trends in papers dealing with quality and performance management? Which components of quality and performance management are the most represented? Which research methods are used? To what degree are different parts of public administration represented in research papers? The analysis included all papers dealing with quality and performance management in 2005 - 2016 period and published in the Journal of Public Administration Research and Theory. The results point to a change in trends, and an interference of quality and performance management can be noticed. The paper opens the door for future research, especially in the context of Central and Eastern European countries.

Keywords: quality management, performance management, public administration, academic journal, content analysis

1. INTRODUCTION

Quality and performance management are highly researched public administration topics, although, for the most part, they have been treated separately

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both in their theoretical and their practical aspects.¹ However, “the winds have shifted”² and an integration of quality and performance movement is under way.

In the context of this paper, performance management (PM) is understood as “a type of management that incorporates and uses performance information for decision making”.³ It consists of three broad components: measurement of different performance dimensions, incorporation of received data into documents and procedures with the intention and possibility of using them, and the proper use of the information by different users.⁴ Although there are different definitions of performance⁵, outputs and outcomes are the core of performance measurement and management.⁶

Modern quality management (QM) has its origins in the Total Quality Management movement (TQM) which considers customer expectations and satisfaction as the ultimate goal of administrative organizations. To achieve that, an organization should involve all employees in continuous efforts aimed at quality improvement in each organizational area and action. In addition, the quality movement has produced different quality improvement instruments⁷ (QIIs), which aim to improve the organizational quality. A majority of them have been adopted from the private sector (e.g. Balanced Scorecard, EFQM Excellence Model, ISO standards, etc.) but some QIIs have been developed especially for public sector organizations (Common Assessment Framework, citizen

¹ Van Dooren, W., Quality and Performance Management: Toward a Better Integration?, in: De Lancer Julnes, P.; Stokes Berry, F.; Aristigueta, M. P.; Yang, K. (Eds.), *International Handbook of Practice-Based Performance Management*, Sage Publications, Thousand Oaks, 2008, p. 413.

² Aristigueta, M. P., The integration of Quality and Performance, in: De Lancer Julnes *et al.*, *op. cit.* (fn. 1), p. 395.

³ Van Dooren, W.; Bouckaert, G.; Halligan, J., *Performance Management in the Public Sector*, Routledge, Taylor & Francis Group, London, New York, 2010, p. 30.

⁴ *Ibid.*, pp. 54 – 131.

⁵ Siegel, J. P.; Summermatter, L., *Defining Performance in Public Management: A Survey of Academic Journals*, Paper presented at the EGPA Conference Rotterdam, Netherlands, 3rd September 2008.

⁶ Bouckaert, G.; Halligan, J., *Managing Performance: International Comparisons*, Routledge, Taylor & Francis Group, New York, 2008, p. 14.

⁷ In spite of a possible slight difference between quality management and quality improvement instruments, in this paper the two expressions are used as synonyms, and the abbreviation QII applies to both.

charters, public sector quality awards, etc.).⁸ There are different views on what “quality” means⁹, but in general, three phases in the evolution of quality in the public sector can be distinguished: quality in the sense of respect of norms and procedures; quality in the sense of effectiveness; and the contemporary vision of quality in the sense of customer satisfaction.¹⁰

Quality movement can be considered to be process-oriented, while performance movement is output- and outcome-oriented. However, the present vision of quality as customer (citizens) satisfaction has brought the two movements closer, so that quality is defined also as the “fraternal twin of performance”.¹¹ Service quality is said to be a special type of intermediate outcome which can be measured by using different indicators¹² and the information received can be used in both PM and QM cycles.¹³

Following this line of reasoning, the main intent of the paper is to examine whether a shift in the trends in academic papers dealing with quality and performance management can be observed, in particular, whether the integration between quality and performance management is visible. In addition, the following research questions are examined: which components of quality and performance management are the most represented in academic papers; which research methods are used and to what degree are different parts of public administration (central state administration, local self-government and public services) represented in researches into quality and performance management.

As regards the methodology applied, content analysis (CA), supplemented by meta-analysis, of papers published in the 2005 - 2016 period in the Journal of Public Administration Research and Theory (JPART) is carried out. JPART

⁸ Džinić, J., Kvaliteta lokalnih usluga: mogućnosti razvoja i stanje u Hrvatskoj, in: Koprić, I.; Škarica, M.; Milošević, B. (Eds.), *Suradnja i razvoj u lokalnoj i regionalnoj samoupravi*, Institut za javnu upravu, Zagreb, pp. 211 – 251.

⁹ Bovaird, T.; Löffler, E., *Evaluating the quality of public governance: indicators, models and methodologies*, International Review of Administrative Sciences, vol. 69, issue 3, 2003, p. 314.

¹⁰ Beltrami, M., *Qualità e pubblica amministrazione*, Economía e Diritto del Terziano, No. 3, 1992, p. 770, acc. to Löffler, E., *Defining Quality in Public Administration*, Paper for the Session on Quality in Public Administration: Basic Concepts and Comparative Perspective, NISPAce Conference, Riga, Latvia, May 10 - 13, 2001.

¹¹ Aristigueta, *op. cit.* (fn. 2), p. 395.

¹² Hatry, H. P., *Performance Measurement – Getting Results*, The Urban Institute Press, Washington D.C., 2006, p. 19.

¹³ Aristigueta, *op. cit.* (fn. 2).

is the top ranked European journal in the public administration area¹⁴ and thus it is supposed that the papers published therein are among the best in terms of quality and representativeness.

By answering the above stated research questions from the perspective of CA, the paper is an attempt at improving the knowledge on the relevant topics and methodology used when researching quality and performance management in public administration, while it may also detect the domains that need to be explored more. This opens the door to further research, especially in the context of Central and Eastern European (CEE) countries.

In addition to the introduction, the paper comprises four more chapters. The second chapter reviews the literature on CA and meta-analysis in the field of public administration, the third features a description of the methodology used, the fourth includes a presentation and discussion of the results, and the last one presents the final conclusions.

2. CONTENT ANALYSIS AND META-ANALYSIS IN PUBLIC ADMINISTRATION

Content analysis may be defined as a research method that allows an “objective, systematic and quantitative analysis of message content/characteristics”.¹⁵ CA can be applied in variety of disciplines¹⁶ including public administration and management¹⁷ and it can be conducted on all types of written and unwritten documents (archives, letters, academic journals, photographs, speeches, etc.) and media (newspapers, radio, television, social media, etc.).

CA, both in its quantitative and qualitative form, offers a number of advantages¹⁸, among which its unobtrusiveness can be singled out. To be more specific, CA rests solely in the researcher’s hands, and the sender/receiver of the message

¹⁴ <http://www.scimagojr.com/journalrank.php?category=3321&country=Western%20Europe>.

¹⁵ Vujević, M., *Uvođenje u znanstveni rad u području društvenih znanosti*. Informator, Zagreb, 1990, p. 123; Neuendorf, K. A., *The Content Analysis Guidebook*, SAGE Publication, Thousand Oaks, 2002, p. 1.

¹⁶ S. Riffe, D.; Lacy, S.; Fico, F., *Analyzing Media Messages. Using quantitative content analysis in research*, Routledge, New York, 2014, pp. 15 – 17.

¹⁷ van Thiel, S., *Research Methods in Public Administration and Public Management. An Introduction*, Routledge, Abingdon & New York, 2014.

¹⁸ Babbie, E., *The Practice of Social Research (Twelfth Edition)*, Wadsworth Cengage Learning, Belmont, 2009, p. 344.

cannot fabricate data, as can happen in interviews or questionnaires.¹⁹ However, when conducting a CA there is a risk of subjectivity and, consequently, a lack of reliability on the researcher's part. Some of the means to diminish this risk are the setting out of clear, comprehensive and replicable research scheme and categories, conducting a pilot test, using multiple coders or co-authors, etc.²⁰

Meta-analysis is said to "summarize and compare the results of studies produced by other researchers".²¹ The results of a meta-analysis are presented in the form of a review study and they can be used both inductively and deductively. When used deductively, they serve to test a hypothesis, while when used inductively, they serve to formulate general conclusions or ascertain certain patterns.²²

When it comes to the examination of academic journals in the public administration field, CA is very often used to determine the most important topics researched in a certain area/period/journal. In this case the authors examine all the papers published in selected journals in order to establish which topics are the dominant ones. An overview of eight such studies is offered by Kovač and Jukić²³, who have used CA to define the mainstream topics and milestones of administrative development in Croatia and Slovenia, concluding that Europeanization is a common theme in both countries. Bingham and Bowen's²⁴ paper can be selected as a typical example of this type of CA. They conducted an analysis of a sample of 50 years' worth of articles published in *Public Administration Review* with the purpose of establishing if the theoretical and substantive concerns of public administration have changed over time. All the papers were divided into 14 categories representing the most important public

¹⁹ Webb *et al.* acc. to: Weber, R-P., *Basic Content Analysis. Second Edition*, SAGE Publication, Newbury Park, 1990, p. 10.

²⁰ S. Bowen, W. M.; Bowen, C.-C., *Typologies, Indexing, Content Analysis, Meta-Analysis, and Scaling as Measurement Techniques*, in: Miller, G. J., Hicker, M. L. (Eds.) *Handbook of Research Methods in Public Administration*, Marcel Dekker, New York, 1999, pp. 68 – 70; Vujević, *op. cit.* (fn. 15), pp. 122 – 128; Babbie, *op. cit.* (fn. 18), pp. 332 – 344.

²¹ McNabb, 2010 acc. to Pollitt, C.; Dan, S., *The Impacts of the New Public Management in Europe: a Meta-Analysis*, http://www.cocops.eu/wp-content/uploads/2012/03/WP1_Deliverable1_Meta-analysis_Final.pdf (1st October 2017), p. 20.

²² Van Thiel, *op. cit.* (fn. 17), pp. 113 – 114.

²³ Kovač, P.; Jukić, T., *Declarations and Reality of Europeanized Public Administration in Eastern Europe: Journals Content Analysis in Slovenia and Croatia*, *Transylvanian Review of Administrative Sciences*, vol. 50 E/2017, 2017, pp. 132 – 133.

²⁴ Bingham, R. D.; Bowen, W. M., "Mainstream" *Public Administration over Time: A Topical Content Analysis of Public Administration Review*, *Public Administration Review*, vol. 54, issue 2, 1994, pp. 204 – 208.

administration topics (such as public management, human resources, decision making, etc.). In the context of Croatian researches into concerning public administration, examples of CA of academic papers can be found in Lopižić²⁵, who has examined the themes dealt with in five public administration journals from five different continents, and Lehpamer²⁶, who has examined the use of comparative studies in Croatian scientific journals.

There are also examples of high quality meta-analyses of academic papers. For example, Hill and Lynn²⁷ have examined over eight hundred papers dealing with governance or public management effectiveness. The purpose was to ascertain whether hierarchical governance is in decline, and they concluded that "hierarchical investigations of the nature and consequences of governmental action predominate in the literature". The same methodology was used by Forbes and Lynn²⁸, who examined 193 papers dealing with non-American empirical evidence of public governance and they revealed similarities in American and non-American public management researches. Lu, Mohr and Ho²⁹ have examined 61 articles related to performance budgeting found in 14 journals in the field of public budgeting and finance. The purpose of the research was to conduct content analysis and meta-analysis in order to examine the articles based on their research questions, methodology, theoretical framework and primary findings they have obtained. The authors showed positive steps in the field but they have also pointed to some existing pitfalls. Tummers *et al.*³⁰ have conducted a literature review (meta-analysis) of articles published in the 1981 - 2014 period dealing

²⁵ Lopižić, I., *Usporedba zastupljenosti tema u znanstvenim časopisima o javnoj upravi*, Hrvatska i komparativna javna uprava – Croatian and Comparative Public Administration, vol. 13, issue 2, 2013, pp. 399 – 431.

²⁶ Lehpamer, I., *Komparativna istraživanja javne uprave u hrvatskim znanstvenim časopisima od 2009. do 2015.*, Hrvatska i komparativna javna uprava – Croatian and Comparative Public Administration, vol. 17, issue 2, pp. 237 – 261.

²⁷ Hill, C. L.; Lynn, L. E., *Is Hierarchical Governance in Decline? Evidence from Empirical Research*, Journal of Public Administration Research and Theory, vol. 15, issue 2, 2005, pp. 173 – 195.

²⁸ Forbes, M.; Lynn, L. E., *How Does Public Management Affect Government Performance? Findings from International Research*, Journal of Public Administration Research and Theory, vol. 15, issue 4, 2005, pp. 559 – 584.

²⁹ Lu, E. I.; Mohr, Z.; Ho, A. T., *Taking Stock: Assessing and Improving Performance Budgeting Theory and Practice*, Public Performance & Management Review, vol. 38, issue 3, 2015, pp. 425 – 458.

³⁰ Tummers, L. L. G.; Bekkers, V.; Vink, E.; Musheno, M., *Coping During Public Service Delivery: A Conceptualization and Systematic Review of the Literature*, Journal of Public Administration Research and Theory, vol. 25, issue 4, 2015, pp. 1099 – 1126.

with coping during public service delivery. The purpose of this meta-analysis was twofold: to develop a coherent classification of coping and to provide a framework of how coping during public service delivery had been studied. Walker and Andrews³¹ have analysed 86 empirical articles in order to examine the relationship between the management and performance of local governments.

When it comes to the area of performance measurement and management, Siegel and Summermatter³² have selected 15 academic journals in the 1998 - 2008 period and only those papers dealing explicitly with performance management and measurement were singled out in order that the definition of performance used in each paper may be found. It was shown that there is no final definition of performance. In his dissertation, Van Dooren³³ has conducted a literature review of papers dealing with performance measurement and management published in four international journals in the 1985 - 2004 period. Four research questions were examined: describing the causes of performance measurement; how performance information is used; how performance information is produced (supplied), and the effect of introducing performance measurement. In the area of QM, no papers containing a CA or meta-analysis of academic papers have been found.

3. RESEARCH DESIGN

As mentioned above, four research questions will be examined in this paper:

1. Can a shift in trends in papers dealing with quality and performance management be observed in the selected period - in particular, is the integration between quality and performance management visible?
2. Which components of quality and performance management are the most represented in academic papers?
3. To what extent are different parts of public administration (central state administration, local self-government and public services) represented in researching quality and performance management?

³¹ Walker, R. M.; Andrews, R., *Local Government Management and Performance: A Review of Evidence*, Journal of Public Administration Research and Theory, vol. 25, issue 1, 2015, pp. 101 – 133.

³² Siegel, Summermatter, *op. cit.* (fn. 5).

³³ Van Dooren, W., *Performance Measurement in the Flemish Public Sector: A Supply and Demand Approach*, doctoral dissertation, Katholieke University Leuven, 2006, <http://soc.kuleuven.be/io/english/research/publication/performance-measurement-in-the-flemish-public-sector-a-supply-and-demand-approach> (1st October 2017).

4. Which research methods are used in papers dealing with quality and performance management?

Using the Scimago Journal & Country Rank³⁴, the top-ranked journal in the public administration category in European countries, namely the Journal of Public Administration Research and Theory (JPART), was selected. JPART is a quarterly journal, published in Great Britain since 1991 by Oxford University Press.³⁵

Using the paper titles and abstracts, all the papers published in the 2005 - 2016 period, 469 of them, were examined and only those papers dealing with quality and performance management were selected for further examination. In total 50 papers were included into an in-depth CA and meta-analysis. Papers dealing with management for results or evidence-based management are included into the notion of PM if their focus is specifically on performance information. Papers dealing with citizens' satisfaction, citizens' expectations and the organizational process are included if their focus is on QM, even though no references to QM are stated.

Methodological objections could be made to the fact that the CA and meta-analysis were conducted on material published in only one journal. However, JPART is a top-ranked journal in Europe and thus, it is expected that only the most representative, innovative and high-quality papers are published in it, which fact alone suggests that trends in public administration researches can be identified.³⁶ In addition, the total amount of papers published in the 2005 - 2016 period was considered adequate and the selection of 50 papers allowed conclusions to be reached.³⁷ Since the main research question of this paper is if an integration of QM and PM is under way, and considering that their approximation is a newer phenomenon³⁸, the most recent period of 2005 - 2016 was chosen as the most representative to assess whether this has occurred.

³⁴ <http://www.scimagojr.com/journalrank.php?category=3321&country=Western%20Europe>

³⁵ <https://academic.oup.com/jpart>

³⁶ For example, also Bingham and Bowen have conducted the CA of only one journal - Public Administration Review (Bingham, Bowen, *op. cit.* (fn. 24)).

³⁷ Andrews, R.; Boyne, G. A.; Walker, R. A., *Dimensions of Publicness and Organizational Performance: A Review of the Evidence*, Journal of Public Administration Research and Theory, vol. 21, issue 3 (suppl_3), 2011, pp. I301 – I319, have conducted an analysis of only 21 papers in order to examine the publicness and organizational performance.

³⁸ Aristigueta, *op. cit.* (fn. 2), p. 398.

First, the categories of CA were defined and presented. The categories of QM and PM include a detailed explanation of the two concepts as applied in this paper. The categories that deal with the author's provenance and countries examined in the paper were included in order to open the door to future researches and to allow a first insight into whether and how CEE countries are represented in a top-ranked journal such as JPART. Following that, the CA itself was carried out. In order to ensure a uniform approach of both authors and the objectivity of the CA, each of the authors had categorized all the selected papers, and any discrepancies in the categorization between the authors were discussed and settled. Finally, with a view to providing deeper insights into the development of the relationship between QM and PM in public administration, a meta-analysis was conducted as a supplementary method, and a literature review of some of the selected papers was provided.

3.1. Content analysis categories

The unit of CA is a paper as a whole and seven different categories were defined for the analysis.

1. *Publication period*

The publication period was divided into two subperiods of equal length, 2005 - 2010 and 2011 - 2016, with a view to assessing whether there are some tendency changes in the course of the selected time span.

2. *Authors' provenance*

Authors were classified according to their provenance based on the institution stated in the paper. This category allows the assessment of whether only scientists belonging to Western countries write about QM and PM or whether the interest in this topic is also present with CEE researchers.

Authors' provenance was marked as *Western* - if he/she belongs to a Western European, Northern American, Australian or New Zealand institution, *Central and Eastern Europe* - if the author belongs to a Central or Eastern European institution³⁹, *Both* - if the paper has co-authors from both groups of countries,

³⁹ CEE includes the following countries: Albania, Armenia, Belarus, Bosnia and Herzegovina, Bulgaria, Croatia, the Czech Republic, Estonia, Georgia, Hungary, Kazakhstan, Kosovo, Latvia, Lithuania, FYR Macedonia, Moldova, Montenegro, Poland, Romania, Russia, Serbia, Slovakia, Slovenia and Ukraine.

Other - if the author's institution is located in the "rest of the world". The term "the rest of the world" is not used in a pejorative sense, but since JPART is a European journal, it is expected that the majority of authors will belong to a European country, North America (USA and Canada), Australia or New Zealand, which are historically and culturally connected to the United Kingdom. Thus, all the authors coming from other countries were included into the residual category of *Other*.

3. Country examined in the paper

Apart from examining the authors' provenance, the country researched in the paper was also taken into account. In fact, it is possible that a CEE author writes about quality management in United Kingdom, i.e. that the Western countries are the main focus of interest for researches from other countries, as well. Thus, the countries examined in the paper were grouped into *Western* (including Western European and Northern American countries, Australia and New Zealand), *Central and Eastern Europe* (including CEE countries), *Both* (including both groups of countries), *Other* (dealing with a "rest of the world" country), and *Unspecified* (mostly strictly theoretical papers).

4. QM components

When discussing QM in public administration, two main groups of topics were discerned. On the one hand, quality in the public sector is often characterized as hard to conceptualize and measure⁴⁰, and therefore a part of scientific research is dedicated to discussing and developing this concept in the field of the public sector. In doing so, general aspects and models of QM are sometimes discussed, such as TQM. On the other hand, specific quality management/improvement instruments or tools, whether first created for private sector organizations and then transferred to the public sector, or specifically developed for public organizations, are described and their implementation is examined.

A new topic was added to these two broad groups of topics, making a total of three main categories or QM components, as follows:

Quality in public administration - comprising papers dealing with the concept of quality and QM in general,

Quality improvement instruments - comprising papers which analyse specific QM instruments and their effects,

⁴⁰ Pollitt, C., *Editorial: public service quality – between everything and nothing?*, International Review of Administrative Science, vol. 75, issue 3, 2009, pp. 379 – 382.

Supporting topic - since the beginning of the 2000s, scholarly interest in quality has been shifting to broader concepts of quality such as, for instance, quality of governance.⁴¹ In that respect, QM as a mere technical issue gave way to more political and social elements of quality, such as citizens' participation and contribution to quality improvement.⁴² It is expected that QM might appear as a supporting topic in the papers dealing with other key issues, so the third QM component relates to this type of papers.

5. *PM components*

Van Dooren *et al.*⁴³ state that PM consists of three broad components (measurement, incorporation and use of performance information), and thus they were taken as categories for the purpose of this paper.

Measurement of different performance dimensions – Bouckaert and Halligan⁴⁴ define measurement as “systematically collecting data by observing and registering performance-related issues for some performance-related purpose”. This category includes papers dealing principally with the technical part of PM – why measurement is introduced (adopted), which performance elements are being measured (inputs, outputs, outcome, efficiency, etc.) and how is measurement being conducted, which prerequisites need to be satisfied in order for organizations to start measuring performance, etc.

Incorporation of performance information into management and policy system - this is mostly obtained through incorporating performance information into different documents and processes with the potential purpose of using them.⁴⁵ Thus, this category includes papers that deal with examining or explaining whether performance information is included into different policy cycles, such as financial or human resource management, most notably by examining whether performance information can be found in different documents and practices.

Use of performance information for different purposes and by different actors - this category includes the use of performance information for different purposes such

⁴¹ Löffler, E., *Improving the quality of public services: putting the citizens at the centre of administrative action*, 2009, <http://www.sigmaweb.org/publications/42750708.pdf> (1st October 2017).

⁴² Pollitt, C.; Bouckaert, G., *Defining Quality*, in: Pollitt, C.; Bouckaert, G. (Eds.), *Quality Improvement in European Public Services: Concepts, Cases and Commentary*, SAGE Publication, Thousand Oaks, 1995, p. 18.

⁴³ Van Dooren *et al.*, *op. cit.* (fn. 3), pp. 54 – 131.

⁴⁴ Bouckaert, Halligan, *op. cit.* (fn. 6), p. 26.

⁴⁵ *Ibid.*, p. 28.

as accountability (i.e. reports to political bodies and general public), planning and learning (i.e. strategic planning), and steering (i.e. performance appraisal, performance budgeting, etc.).⁴⁶ The focus of the papers in this category is on the actual use of performance and its effects, and not on the information collection or its inclusion in different documents and practices.

Since performance information can be potentially used by different users, Van Dooren and Van de Walle⁴⁷ distinguish three main groups of users which are used as subcategory items in this paper:

Managers - also including civil servants responsible for providing the information,

Elected officials - including politicians, mostly members of parliament, but also ministers, and

Citizens - including media and interest groups.

In case the papers dealt with more than one PM component (i.e. they were devoted equally to performance measurement and the use of information, or it deals with the use of performance information by both managers and citizens), they could be placed in more than one category. Also, it is possible for a paper to deal with both QM and PM, in which case it was categorized in both groups of categories.

6. Methodology

Methodology was conceived in a broad sense, comprising not only various quantitative and qualitative research methods, but also research approaches and methodological strategies such as case study⁴⁸ or longitudinal research. Therefore, an article could include more research methods. Moreover, not only empirical studies, but also theoretical papers were included in the analysis. Since there are many different research methods and considering that scholars follow different logics of methods grouping⁴⁹, the following research methods

⁴⁶ Van Dooren *et al.*, *op. cit.* (fn. 3), pp. 96 – 101.

⁴⁷ Van de Walle, S.; Van Dooren, W., S. Introduction: Using Public Sector Performance Information, in: Van Dooren, W.; Van de Walle, S. (Eds.), *Performance Information in the Public Sector: How it is Used*, Palgrave Macmillan, Basingstoke, 2011 (first published 2008), p. 3. S. also Van Dooren *et al.*, *op. cit.* (fn. 3), p. 117.

⁴⁸ Yin, R. K., *The Case Study Crisis: Some Answers*, Administrative Science Quarterly, vol. 26, issue 1, 1981, pp. 58 – 65.

⁴⁹ S. van Thiel, *op. cit.* (fn. 17); Johnson, G., *Research Methods for Public Administrators*. Third Edition, Routledge, New York, 2014; Lu *et al.*, *op. cit.* (fn. 29); Pollitt, Dan, *op. cit.* (fn. 21); Vujević, *op. cit.* (fn. 15).

were identified: *questionnaires/surveys, interviews, experiment, secondary data analysis, comparative studies, case study, focus groups, panel study, observation, narratological approach, theoretical papers, and other.*

7. Part of public administration dealt with in the papers

Public administration comprises a set of public organizations whose task is to provide public services.⁵⁰ In general, public administration was divided into three main areas⁵¹, presented as the following three categories:

Centre level organizations - these comprise public organizations at the highest level in a certain state, principally ministries but also other types of organizations, such as agencies.

Local and regional self-governments - these represent a form of political decentralization and comprise local and regional units that have autonomy in deciding, regulating, financing and providing local and regional services to the citizens. Local and regional level units are characterized by separate elections which guarantee their autonomy and distinctiveness from the central state.

Public services - this category encompasses public organizations which provide public services to the citizens. These organizations can be divided by the services they offer (social services, education, healthcare, communal services, traffic, energy services, etc.) or by the level of government which is responsible for their regulation, control and financing (central, regional/local level public service).

4. RESULTS

As mentioned above, a total of 469 papers published in the 2005 - 2016 period were scanned by analysing the titles and abstracts. In the first round, 90 papers were singled out. After a second round of analysis, further 40 papers were removed and a total of 50 papers were taken for in-depth analysis and sorted into the aforementioned categories.

No substantial quantitative differences were found between the 2005 - 2010 and the 2011 - 2016 periods since 23 papers were published in the first and 27 in the second period.

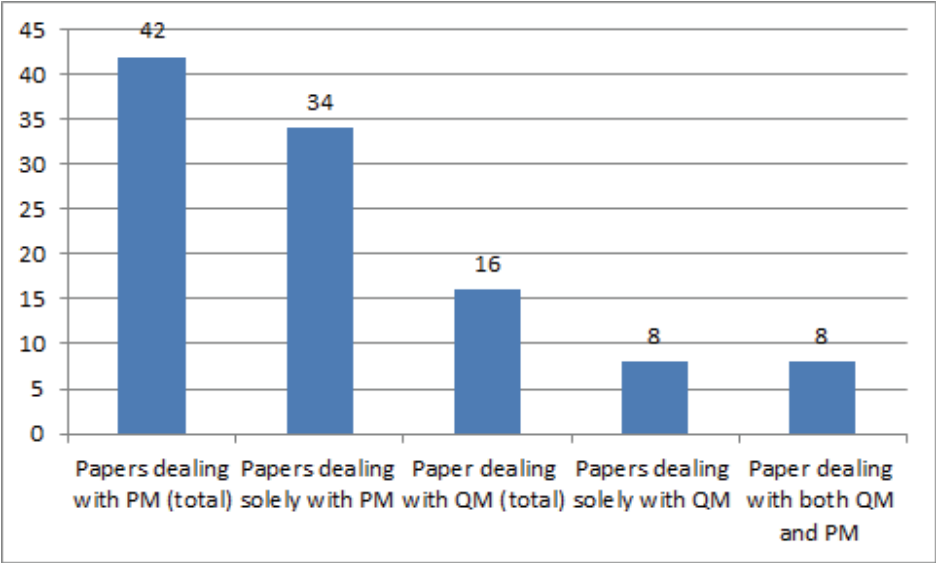
⁵⁰ Koprić, I.; Marčetić, G.; Musa, A.; Đulabić, V.; Lalić Novak, G., *Upravna znanost – Javna uprava u suvremenom europskom kontekstu*, Pravni fakultet Sveučilišta u Zagrebu, Studijski centar za javnu upravu i javne financije, Zagreb, 2014, p. 1.

⁵¹ Koprić *et al.*, *ibid*, pp. 1 – 8.

As regards the authors’ provenance and the countries examined in the papers, it is obvious that CEE authors and countries are completely marginalized. That is to say, in the selected period there were no papers dealing with QM or PM written by CEE scholars, or examining any of the countries belonging to the CEE group. Out of the 50 papers only three were written by the scholars from the “rest of the world” countries, whether as sole authors or in co-authorship, while the rest were only Western scholars. Almost the same is true for the countries examined; out of the 50 papers, only five did not specifically examine some of the Western countries.

When it comes to QM and PM components analysis, the results show that 42 out of the 50 papers dealt with a PM component, while only sixteen dealt with a QM component.⁵² PM was the sole topic in 34 papers (68%) and QM in eight (16%). In eight papers (16%) both QM and PM were discussed (Figure 1). This could be an indication of prevalence of PM studies over QM studies. However, this could also mean that the number of papers devoted to QM is lower because of the integration of QM and PM. This assumption will be further tested using meta-analysis in the next chapter.

Figure 1: Number of papers dealing with QM and PM

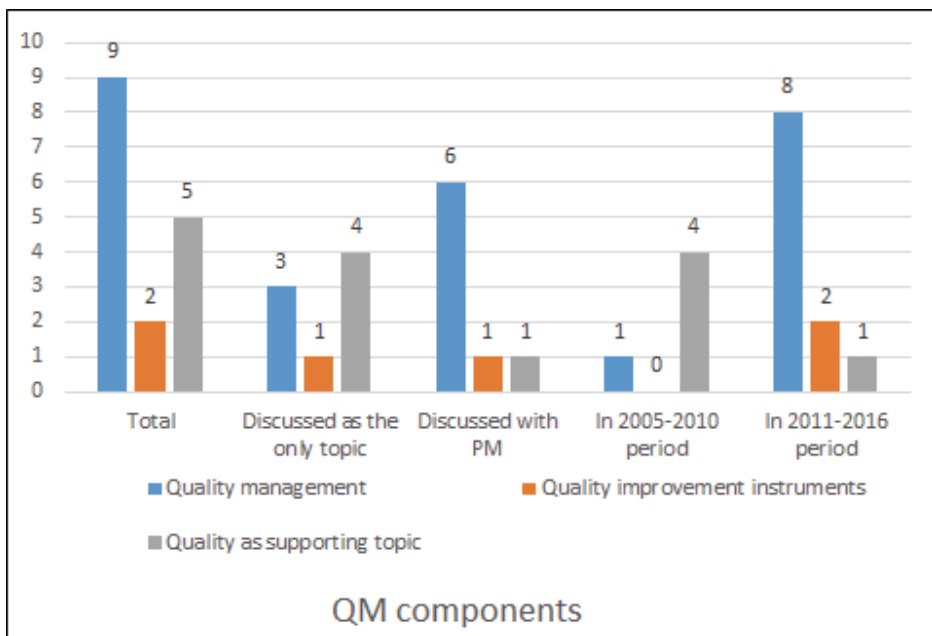


Source: authors

⁵² As stated above, it is possible for a paper to deal both with QM and PM, which is why the total number of papers is bigger than 50.

The analysis of QM components showed that topics related to conceptualization of quality and the general issues of quality management in public administration (QPA) prevailed (nine papers or 56%). There were five papers (31%) where quality management in public administration appeared as a supporting topic (ST), while there are only two papers (13%) dealing with a specific QII (Figure 2). When comparing the number of papers dealing both with QM and PM per QM component, it is worth emphasizing that papers focusing on “technical” aspects of quality management (QPA and QIIs) often also dealt with certain PM issues. To be more specific, six out of the nine papers on QPA, and one out of the two papers on QIIs dealt both with QM and PM. On the other hand, in the papers where quality in public administration appears as a supporting topic to other issues, only one out of five papers dealt both with QM and PM (Figure 2). This should be taken into consideration when a longitudinal analysis is conducted. At first, it seems that scholarly interest in QM in public administration has been increasing since 2011 considering that more papers on QM were published in the period 2011 - 2016 (11 out of 16 or 69%) (Figure 2). However, most of them (64%) concerned both QM and PM. This may point to the changes in the concept of quality in public administration and the interference of QM and PM.

Figure 2: QM components

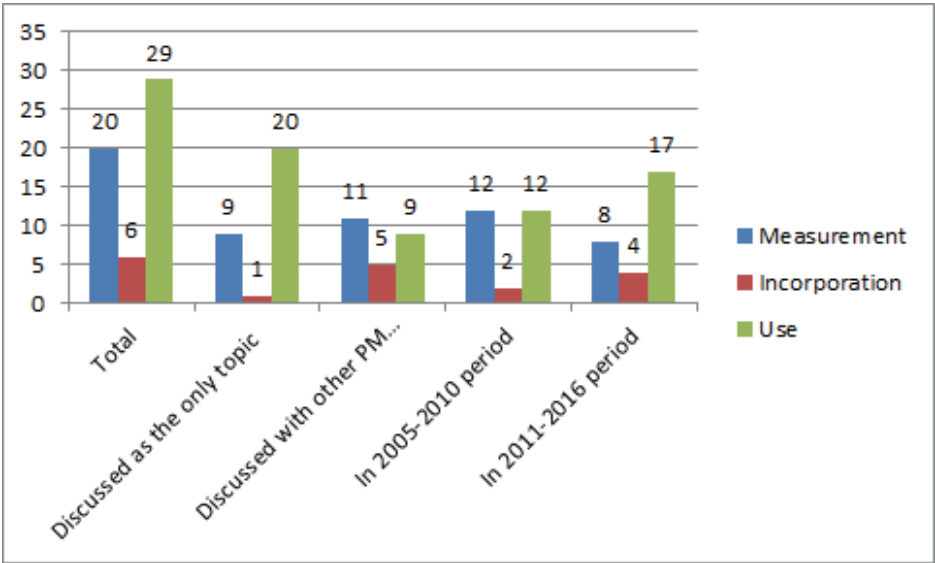


Source: authors

The analysis of PM components showed that the use of performance information was the most researched topic, since it was present in 29 out of the 42 papers dealing with PM (69%). It is followed by pure measurement discussed in 20 papers (47%). The category of incorporation was a marginal category, mentioned in only six papers and discussed as the principal topic in only one paper. It is important to note that although there was no significant difference between the number of papers discussing measurement and usage, when the use is the focus of the paper it is usually discussed as the only and principal topic of the paper (in 20 out of the 29 (68%) papers dealing with usage). On the other hand, measurement was predominantly discussed in conjunction with other PM components, and it was discussed as the only topic in only 45% of the papers (Figure 3).

In longitudinal terms, a shift in favour of the papers discussing usage of performance information can be observed. To be more specific, in the 2005 - 2010 period the amount of papers dealing with measurement and usage was equal, but from 2011 there was a sizable shift towards usage as the most important topic (Figure 3).

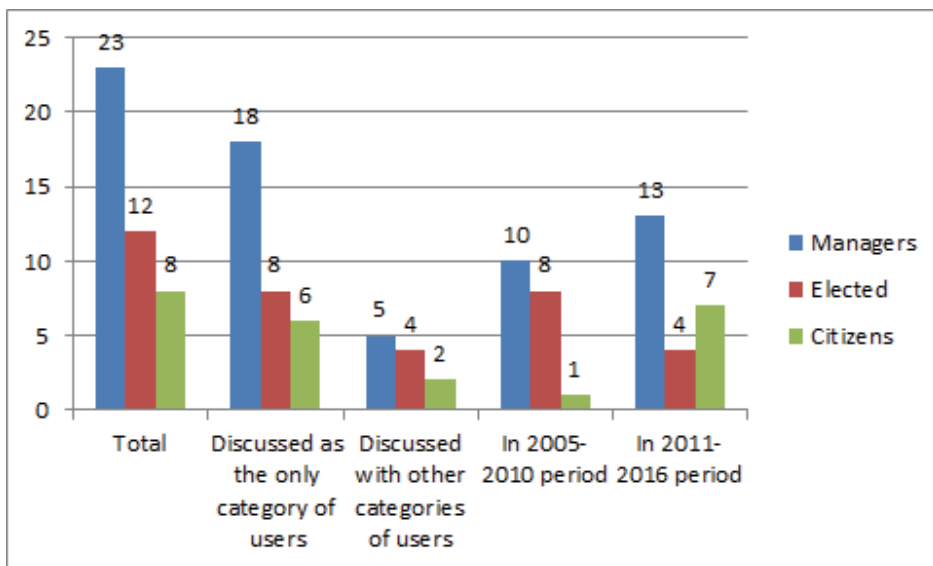
Figure 3: PM components



Source: authors

As for (potential) users of performance information, managers were the dominant category, discussed in more than half of the papers (23 out of the 42 dealing with PM), followed by elected politicians and citizens in general. The orientation towards managers as the most important users of performance information is proved also by the fact that most of the papers dealing with managers discussed this category of users as the only topic of the paper (78% of the papers dealing with managers). The data show a decrease in researches dealing with elected politicians as potential users of performance information, but a great increase in researches dealing with citizens. In fact, the number of papers dealing with citizens increased from a marginal one paper in the 2005 - 2010 period to seven papers in the 2011 - 2016 period, surpassing the number of papers examining the usage of performance information by elected politicians, and thus showing a clear shift in PM researches (Figure 4).

Figure 4: PM information users

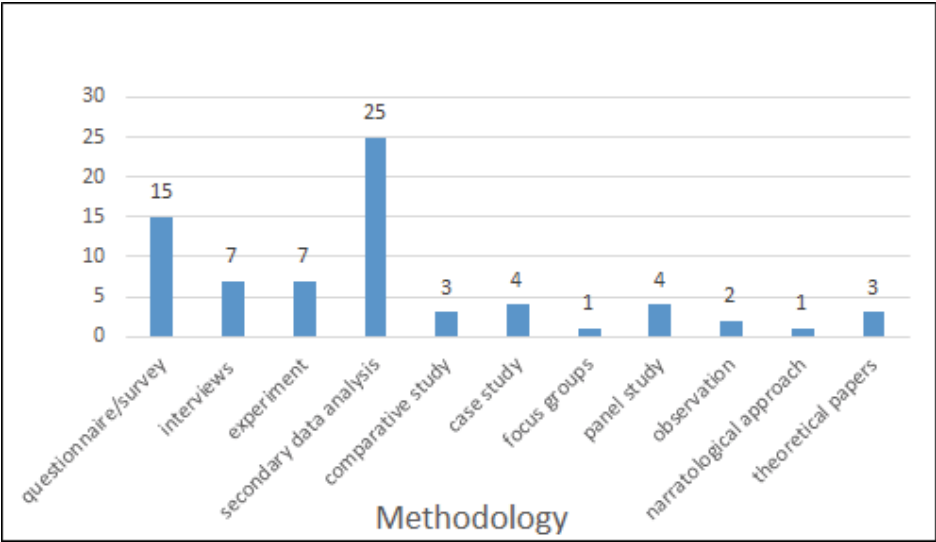


Source: authors

In 47 papers different research methods were applied 69 times in total (1-5 methods per paper) and there were three theoretical papers without empirical research (Figure 5). Among the 10 types of research methods presented in the category relating to methodology, secondary data analysis prevailed. It was applied 25 times, which represents 36% of all methods applied in the selected

issues of the JPART. It seems that in the countries represented in this study performance measurement is regularly conducted and official data on performance are publicly available, which is convenient for conducting scientific research. The analysis of secondary data was followed by questionnaires/surveys, which were applied 15 times. Interviews and experiments were carried out seven times each, while case and panel study, as well as comparative studies, were less represented (case study four times, panel study four times, and comparative study three times). There were only two observations, one focus group and one narratological approach, which for the purpose of further research in this paper was placed into the residual category (*Other*).

Figure 5: Methodology

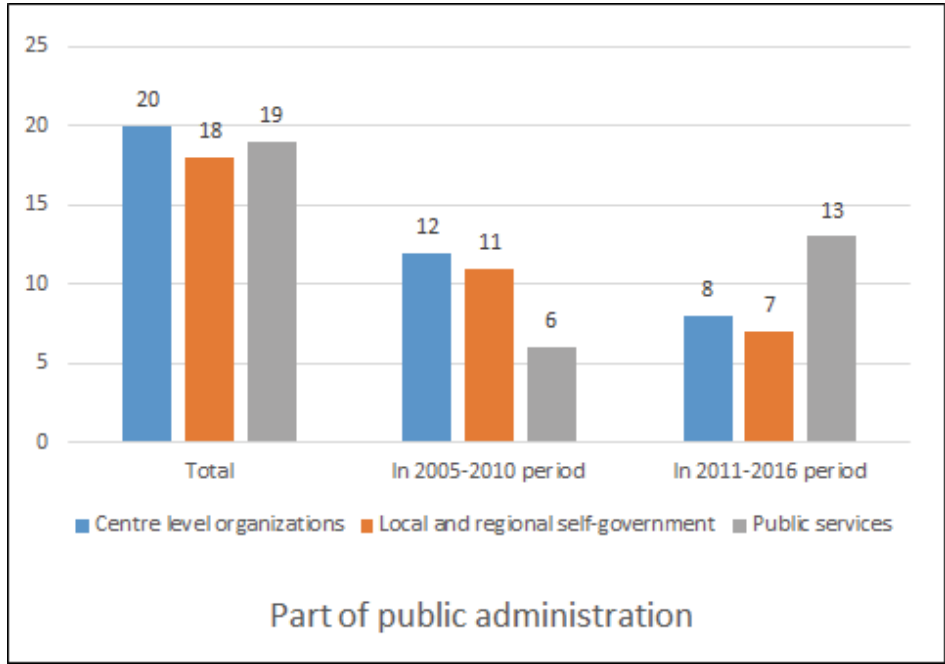


Source: authors

The analysis of the parts of public administration included in the papers showed no significant differences in the representation of centre level organizations, local and regional self-governments and public services. Centre level organizations were represented in 20 papers, of which 17 papers relate exclusively to central government, while in three papers central level organizations appeared in parallel with local self-government or public service providers. Local and regional self-governments were represented in 18 papers. In most of them (13), local self-government was the only part of public administration used for empirical research. There were 19 papers analysing quality and performance

management in public services, mostly in the sector of education (10). Less represented fields were welfare services (4 papers), health (2), transportation (1), utility services (1) and postal services (1). One paper dealt with various types of public services. As in the articles analysing central and local self-government, most of the papers dealing with public services (12 out of 19) analysed only that part of public administration. However, the shift in scholarly interest towards public services could be observed. While in the first period public services were the least frequently analysed part of public administration, in the 2011 - 2016 period the number of empirical researches conducted in relation to public service providers doubled and exceeded the number of papers related both to central and local government organizations (Figure 6).

Figure 6: Part of public administration analysed



Source: authors

5. DISCUSSION

The main research question was whether there is a shift in trends in the papers dealing with QM and PM and whether integration between the two is visible. The data presented in the previous chapter allow some preliminary conclusions, but an additional meta-analysis is necessary to strengthen them.

To be more specific, the data presented show that PM is the dominant topic, while QM is rather invisible, dealt with separately in only eight papers, and even in these papers there was no clear mention of QM itself. However, in the 2011 - 2016 period, an increase in the papers dealing with citizens as potential users of performance information is observed. It is interesting to note that it is mostly in these papers that an integration of QM and PM is taking place since, in most of them, satisfaction, which is the main component of quality in its present vision, is used as a performance measure. Thus, the CA points to an approximation and interference between QM and PM. To confirm this, the meta-analysis of some of the selected papers was conducted.

Andersen and Hjortskov⁵³ extracted a number of papers which connect citizen satisfaction and performance information. Additionally, in their paper, they questioned the validity of citizen satisfaction as a measure of performance, thus connecting QM and PM. Hvidman and Andersen⁵⁴ examined how PM influences performance outcomes in public and private organizations (Danish public and private schools) and they used the item “quality development”, as inspired by TQM, as an indicator of performance management use. In this way, they transformed the quality measurement system into an integral part of PM system. Amirkhanyan *et al.*⁵⁵ examined how different organizational and environmental factors influence various stakeholders’ performance assessments of the same service (child care centres in Ohio, USA) and they operationalize performance by using four measures which fall under the definition of quality: a) regulatory violations documented during state licensing inspections, b) satisfaction with the centre’s quality reported by centre directors, c) satisfaction with the centre’s

⁵³ Andersen, S. C.; Hjortskov, M., *Cognitive Biases in Performance Evaluations*, Journal of Public Administration Research and Theory, vol. 26, issue 4, 2016, pp. 647 – 662.

⁵⁴ Hvidman, U.; Andersen, S. C., *Impact of Performance Management in Public and Private Organizations*, Journal of Public Administration Research and Theory, vol. 24, issue 1, 2014, pp. 35 – 58.

⁵⁵ Amirkhanyan, A. A.; Kim, H. J.; Lambright, K. T., *The Performance Puzzle: Understanding the Factors Influencing Alternative Dimensions and Views of Performance*, Journal of Public Administration Research and Theory, vol. 24, issue 1, 2014, pp. 1 – 34.

quality reported by teachers, and d) satisfaction with care quality reported by parents. Van Ryzin⁵⁶ examined the connection between outcomes, process, and trust of civil servants, showing that process, in the sense of fairness and equity, has a bigger effect on trust than outcomes. Since process is an essential component of QM, this paper indirectly connected QM and PM (outcome-based policies). Yang and Kassekert⁵⁷ spoke about managing for results and assessed that it encompasses strategic planning, quality improvements (i.e. QM - stressed by the authors), customer orientation and application of performance measurement system. Thus, they interconnected QM and performance measurement. Barrows *et al.*⁵⁸ discussed how the publication of relative performance information influences the perception of public service quality. In this respect, performance information can also be understood as part of a larger QM system, since their usage influences the overall perception of public service quality. Jacobsen *et al.*⁵⁹ examined how normative goal expectations influence satisfaction with school performance. In their research, respondents used performance information to assess their satisfaction with schools. Therefore, in this paper performance measurement system and performance information were used as a measure to determine citizens' satisfaction (quality).

Apart from pointing to their interference, the results of this meta-analysis also show that no clear distinction between QM and PM exists. However, it is necessary to take into consideration the possibility that scholars may have used different expressions for the same thing. All in all, it seems that the vision of quality as citizens' satisfaction (and expectations) and researches that focused on citizens as users of performance information indicate the interference of QM and PM systems. In other words, citizens' satisfaction is often understood as performance indicator and thus integrated into the PM system. On the other hand, performance information is necessary for a QM system in order to improve

⁵⁶ van Ryzin, G. G., *Outcomes, Process, and Trust of Civil Servants*, Journal of Public Administration Research and Theory, vol. 21, issue 4, 2011, pp. 745 – 760.

⁵⁷ Yang, K.; Kassekert, A., *Linking Management Reform with Employee Job Satisfaction: Evidence from Federal Agencies*, Journal of Public Administration Research and Theory, vol. 20, issue 2, 2010, pp. 413 – 436.

⁵⁸ Barrows, S.; Henderson, M.; Peterson, P. E.; West, M. R., *Relative Performance Information and Perceptions of Public Service Quality: Evidence From American School Districts*, Journal of Public Administration Research and Theory, vol. 26, issue 3, 2016, pp. 571 – 583.

⁵⁹ Johnson Dias, J.; Maynard-Moody, S., *For-Profit Welfare: Contracts, Conflicts, and the Performance Paradox*, Journal of Public Administration Research and Theory, vol. 17, issue 2, 2017, pp. 189 – 211.

the overall quality. This is in line with Van Dooren⁶⁰ who stated that one trajectory for further integration of quality and performance is the evidence-based policy making and management in which the information obtained through both systems is used as evidence for decision-making purposes and management.

The second research question deals with specific QM and PM components. As mentioned above, in the PM sphere, a shift can be observed in the sense that the use of performance information is becoming the focal point of study, while the technical performance measurement and data incorporation seems to be losing its research potential. This is also in line with previous studies because, as Van de Walle & Van Dooren state: "it seems that the use of performance information indeed has become a prominent issue in performance management over the last years."⁶¹

Although public managers are still the predominant category of performance information users, as of 2011 there has been a clear shift towards researches that examine citizens as main users. This seems to be the necessary next step in PM researches since the amount of researches dealing with this topic is limited and the data on citizens' use of published performance information are equivocal.⁶²

In addition, the predominant number of papers dealing with PM was oriented towards "classic" PM topics such as the examination of PM system in its totality⁶³, importance of leadership⁶⁴, performance contracts/performance

⁶⁰ Van Dooren, *op. cit.* (fn. 1), pp. 425 – 427.

⁶¹ Van de Walle, Van Dooren, *op. cit.* (fn. 46), p. 1.

⁶² Van de Walle, S.; Roberts, A., Publishing Performance Information: An Illusion of Control?, in: Van Dooren, Van de Walle, *op. cit.* (fn. 46), p. 221.

⁶³ Moynihan, D. P., *Why and How Do State Governments Adopt and Implement "Managing for Results" Reforms?*, Journal of Public Administration Research and Theory, vol. 15, issue 2, 2005, pp. 219 – 243; Pollitt, C., *Performance Management in Practice: A Comparative Study of Executive Agencies*, Journal of Public Administration Research and Theory, vol. 16, issue 1, 2006, pp. 25 – 44.; Moynihan, D. P.; Fernandez, S.; Kim, S.; LeRoux, K. M.; Piotrowski, S.; Wright, B. E.; Yang, K., *Performance Regimes Amidst Governance Complexity*, Journal of Public Administration Research and Theory, vol. 21, issue 1 (suppl_1), 2011, pp. i141 – i155.

⁶⁴ Dull, M., *Result -Model Reform Leadership: Questions of Credible Commitment*, Journal of Public Administration Research and Theory, vol. 19, issue 2, 2009, pp. 255 – 284; Wright, B. E.; Pandey, S. K., *Transformational Leadership in the Public Sector: Does Structure Matter?*, Journal of Public Administration Research and Theory, vol. 20, issue 1, 2010, pp. 75 – 89; Greasley, S.; John, P., *Does Stronger Political Leadership Have a Performance Payoff? Citizen Satisfaction in the Reform of Subcentral Governments in England*, Journal of Public Administration Research and Theory, vol. 21, issue 2, 2011, pp. 239 – 256; Moynihan, D. P.; Pandey, S. K.; Wright, B. E., *Setting the Table:*

related pay⁶⁵, etc., but there was also a tendency to connect PM with new topics such as innovations⁶⁶ or interorganizational learning.⁶⁷

The CA conducted in this paper shows that QM in public administration has been losing its popularity within the academic community in favour of PM. However, it seems that only the technical part of quality in public administration, i.e. QM in the sense of usage of various QII is yielding its place to PM while the conceptualization of quality in public administration has been changing towards a broader understanding of the quality of governance. As previously indicated, although the most represented, general issues on quality and QM in public administration were often dealt together with PM issues (67%), and papers on QIIs were underrepresented (13%). On the other hand, quality in public administration is becoming more related to other issues such as trust in government, ethics in public administration⁶⁸, citizens' participation in decision-making⁶⁹, leadership⁷⁰, etc. This new conceptualization of quality as quality of governance is another proof of interference between QM and PM, since Bouckaert and Halligan⁷¹ speak about "performance governance" characterized by larger societal usage of performance information as a next step in PM system development.

When it comes to the third research question, the JPART data show that the share of researches focused on local and regional level units is approximately

How Transformational Leadership Fosters Performance Information Use, Journal of Public Administration Research and Theory, vol. 22, issue 1, 2012, pp. 143 – 164.

⁶⁵ Johnson Dias, Maynard-Moody, *op. cit.* (fn. 57); Binderkrantz, A. S.; Christensen, J. G., *Agency Performance and Executive Pay in Government: An Empirical Test*, Journal of Public Administration Research and Theory, vol. 22, issue 1, 2012, pp. 31 – 54.

⁶⁶ Walker, R. M.; Damanpour, F.; Devece, C. A., *Management Innovation and Organizational Performance: The Mediating Effect of Performance Management*, Journal of Public Administration Research and Theory, vol. 21, issue 2, 2011, pp. 367 – 386.

⁶⁷ Ammons, D. N.; Roenigk, D. J., *Benchmarking and Interorganizational Learning in Local Government*, Journal of Public Administration Research and Theory, vol. 25, issue 1, 2015, pp. 309 – 335.

⁶⁸ Vigoda-Gadot, E., *Citizens' Perceptions of Politics and Ethics in Public Administration: A Five-Year National Study of Their Relationship to Satisfaction with Services, Trust in Governance, and Voice Orientations*, Journal of Public Administration Research and Theory, vol. 17, issue 2, 2007, pp. 285 – 305.

⁶⁹ Edelenbos, J.; Klijn, E.-H., *Managing Stakeholder Involvement in Decision Making: A Comparative Analysis of Six Interactive Processes in the Netherlands*, Journal of Public Administration Research and Theory, vol. 16, issue 3, 2006, pp. 417 – 446.

⁷⁰ Greasley, John, *op. cit.* (fn. 62).

⁷¹ Bouckaert, Halligan, *op. cit.* (fn. 6), pp. 181 – 195.

equal to the number of researches dealing with central government or public services. This can be considered as an expected finding since the JPART is a general public administration journal dealing with all public administration components. Also, taking into account that in the 2005 - 2016 period, all the examined papers dealt only with Western countries in which there is a long tradition of strong local and regional self-government, it is expected to have this level of government highly represented, as well. In addition, in these countries, QM and PM are known and introduced in all levels of government. It would be interesting to compare if these results would also hold true for CEE countries, considering that in these countries local units are often weak due to the large territorial fragmentation.⁷² Since they often do not possess the required administrative capacities to implement QM and PM systems, higher share of studies dealing with central level government can be expected.

The last research question deals with the methodology used. The results have shown that almost all papers dealing with QM and PM were empirical papers, since the share of pure theoretical papers was marginal. Secondary data analysis seems to be the preferred research method. Again, this is not surprising since only Western countries were being examined. It should be noted that in these countries data availability is not problematic. However, JPART shows a small amount of comparative researches. Researchers write mostly about their country and are not concerned with the state of affairs in other countries. In particular, the CEE countries are completely neglected in terms of any kind of examination. This may be a valuable finding for researchers coming from these countries. Since the QM and PM systems in these countries are to a large extent unknown, these kind of researches might be of interest to the international audience and international journals.

6. CONCLUSION

This paper concerns a content analysis, supplemented with a meta-analysis of the top-ranked European journal in public administration field, the Journal of Public Administration Research and Theory (JPART). These methods have allowed several important conclusions. In the first place, the analysis has shown that in the selected period, there was a change in researches dealing with QM and PM, and an approximation and interference of the two could be observed.

⁷² Nemec, J., Public Management Reforms in CEE: Lessons Learned, in: Bouckaert, G.; Nemec, J.; Nakrošis, V.; Hajnal, G.; Tönnisson (Eds.), *Public Management Reforms in Central and Eastern Europe*, NISPAcee, Bratislava, 2008, pp. 343 – 371.

In the QM field, scholars dealt especially with citizens' expectations and satisfaction. In the PM field, an increasing amount of researches was oriented towards the use of performance information, in particular towards citizens as performance information users. In that respect, citizens' satisfaction is becoming a measure of organizational performance that can be measured and integrated into a PM system, and PM information is being integrated in QM systems in order to obtain the expected level of satisfaction. Additionally, the data show that the majority of papers dealing with QM and PM are written by scholars from Western countries, and focus on Western countries. Most of the papers deal equally with central, local and regional level organizations as well as with national and local public services. Papers are predominantly empirical contributions which mostly employ secondary data analysis as a research method.

These findings open the door to future researches, especially in the context of CEE countries. In particular, the CA has shown that CEE countries are completely neglected when it comes to QM and PM researches. There was not a single paper dealing with these countries and no researchers publishing papers from these countries. One explanation may be that CEE scholars tend to publish in their national journals and in their national language so that no data about these countries are available to international audience. The second one could be that QM and PM are not well developed in these countries and are, therefore, not the object of larger academic researches. It would also be interesting to see whether scholars examining QM and PM in the CEE countries use primary collection of data in a wider scope than their Western colleagues due to limitations to secondary data access.

However, further insights into CEE journals are necessary for these questions to be answered with any degree of certainty. Thus, future CA and meta-analysis of papers published in CEE journals could be the next research step which might allow a comparison of the two groups of countries (Western and CEE). In particular, this kind of research can show the weak and strong sides of researches published in CEE journals and offer suggestions for further improvements. The methodology developed in this paper, especially the categories presented, can be used equally for studying CEE public administration journals. Also, since the most recent period of JPART has been examined (2005 - 2016) this may allow a complete comparison with journals published in CEE countries from 2000s onwards.

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Sažetak

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ANALIZA ZNANSTVENIH RADOVA O UPRAVLJANJU
KVALITETOM I UČINKOM U JAVNOJ UPRAVI

U radu je provedena analiza sadržaja i meta analiza radova o upravljanju kvalitetom i učinkom u javnoj upravi kako bi se odgovorilo na četiri istraživačka pitanja: Postoji li promjena u trendovima istraživanja upravljanja kvalitetom i učinkom u javnoj upravi? Koje su komponente upravljanja kvalitetom i učinkom u javnoj upravi najzastupljenije u znanstvenim istraživanjima? Koje istraživačke metode se pritom koriste? U kojoj mjeri su različiti dijelovi javne uprave zastupljeni u istraživanjima upravljanja kvalitetom i učinkom? Istraživanje je provedeno na temelju analize svih radova o upravljanju kvalitetom i učinkom u javnoj upravi koji su objavljeni u najviše rangiranom časopisu iz područja javne uprave (Journal of Public Administration Research and Theory) u periodu od 2005. do 2016. godine. Rezultati istraživanja ukazuju na promjenu u trendovima istraživanja te određeno približavanje i interferenciju upravljanja kvalitetom i učinkom u javnoj upravi. Rad otvara prostor za daljnja istraživanja u predmetnom području, posebno u odnosu na zemlje srednje i istočne Europe.

Ključne riječi: upravljanje kvalitetom, upravljanje učinkom, javna uprava, znanstveni časopis, analiza sadržaja

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